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ABSTRACT

This report provides a theoretical and practical framework to guide Canadian policymakers in instituting a long-lasting and enduring change in the federal government that will ensure social, economic, and political equity for all Canadians of all cultural and racial origins. The literature on organizational change was reviewed and summarized under the broad categories of philosophy and principles, models, and guiding propositions. The following guiding propositions common to effective change strategies were identified: (1) clearly defined needs and development of a clear vision of intended results; (2) the means for ensuring change; (3) powerful central figures and informed, motivated people; (4) bringing the affected people into the process; (5) a single application of a technique is not enough; and (6) no single technique is optimal and diagnosis is essential. These guiding propositions were applied to case studies of three analogous change interventions in the federal government involving official languages, the status of women, and the status of disabled persons. Three additional organizational case studies were developed to test the application of the guiding propositions in the City of Toronto, Air Canada, and Warner-Lambert. Lessons from the case studies were summarized and used to develop specific recommendations, based on the guiding propositions, for the introduction of multiculturalism into the federal government. A 146-item bibliography and a list of interview participants are appended. (FMW)

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Institutional Change Strategies in Response to Multiculturalism

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Institutional Change Strategies in Response to Multiculturalism

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September 1987

Policy & Research,
Multiculturalism,
Multiculturalism & Citizenship

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EXECUTIVE SUMMARY

The Minister responsible for Multiculturalism, the Secretary of State, has announced that multiculturalism legislation will be introduced in the fall, 1987. In order to provide the best possible framework from which to institute long lasting, enduring change, the Secretary of State has requested a study of institutional change strategies, including both the theory of institutional change and practical experiences in implementing institutional change.

The objective of this report is to provide a theoretical and practical framework which will guide decision makers in the federal government to institute long lasting and enduring change which will ensure social, economic and political equality for all Canadians of all cultural and racial origins.

The vast literature on organizational change was reviewed and summarized under three broad headings including:

- Philosophy and Principles;
- Models; and
- Guiding Propositions.

In the literature review some philosophies or principles about organizational change were outlined and seven models of change were presented. The literature indicates that there are many specific interventions available to affect change, depending on the situation. However, implicit in every approach or strategy for change, we can identify guiding propositions for change and the change process.

These propositions represent a potentially testable hypothesis about effective change strategies and are as follows:

1. **Clearly Defined Needs and Development of a Clear Vision of Intended Results**
   It is essential to clearly define needs underlying the change process and to develop and communicate a clear vision of intended results.

2. **Means for Ensuring Change**
   Any change effort in which changes in individual behaviour are required, regardless of initial focus, must include means for ensuring that such changes will in fact occur.

3. **Powerful Central Figures and Informed and Motivated People**
   Organizational change is more likely to be met with success when powerful central players initiate and support the change process in co-operation with informed and motivated persons within each organizational unit.

4. **Bringing the Affected People into the Process**
   Organizational change is best accomplished when people likely to be affected by the change are brought into the process as soon as possible.

5. **Single Application of a Technique not Enough**
   Successful change is not likely to occur following the single application of any technique. To implement effective change, techniques must be applied over and over again and provisions must be made to permit this addition into the internal mechanisms of an organization.

6. **No Single Technique Optimal: Diagnosis Essential**
   No single technique is optimal for all organizational problems, contexts, and objectives; diagnosis is essential.

The six guiding propositions are then tested against three analogous change interventions in the federal government: Official Languages, Status of Women and Status of Disabled Persons. This was done through a literature review and interviews. The validity of each guiding proposition was proven through the three case studies selected, and for each guiding proposition specific techniques were assessed and lessons for Multiculturalism were developed.

Three organizational case studies were also presented to test the guiding propositions in experiences within a single organization. For each organization, interviews were conducted and documentation was reviewed to conduct a preliminary analysis of the applicability of the guiding propositions and learn some lessons for multiculturalism. Again, the validity of the guiding propositions was proven through these cases, and specific techniques were evaluated for each guiding proposition to develop lessons for multiculturalism.

For each case study lessons learned were outlined. These are summarized below.

Official Languages

The experience with Official Languages illustrates the applicability of the six guiding propositions to the change process.

Some of the failures of the process may be a result of inadequate approach to involve the english speaking people who were affected in the change process and inadequate diagnosis at some points, resulting in some inflexibility in applying alternative techniques where warranted.

On the other hand, strengths of the process include the following:

- the clarity of the definition of need and statement of vision,
- the strong central figure in the form of Keith Spicer, Commissioner of Official Languages and informed and motivated people in the people who were assigned to develop and implement plans in each department;
- the variety to means for ensuring success including legislation and requirements for regular reports on statistics in each department.

Status of Women

From the experience with status of women, Secretary of State's Multiculturalism Sector may benefit from the following lessons:

- o the Status of Women Department plays an advocacy role only in co-ordinating activities of other departments and without a stronger mandate their power to affect real change is minimized;

- o the separation of responsibilities between the Department of Status of Women, responsible for coordinating other departments activities vis a vis women and the Secretary of State's Women's Program, responsible for communicating with the public provides clarity on role and "offer to the market" and strengthens each in achieving their objectives;

- o strong communications programs advising women of their rights and a battery of measures which are available to them to redress discrimination on the basis of sex go hand in hand to ensure that equal services and programs are provided, and that there is a built in mechanism to ensure that this is observed universally;

- o the fact the 51% of the population is women provides a strong broad support for any activity undertaken in support of women at the federal government level, where activities are pushed along, often informally by networks within the community, and where there are often avid supporters already enrolled in the process at all levels of the bureaucracy and the political machinery to push activities along; and

- o the change process was greatly facilitated for women. as for official languages, by the emergence of strong and powerful individuals, such as Doris Anderson, President of CACSW and Freda Paltiel who "championed" the change process.

Status of Disabled Persons

Lessons which are relevant to multiculturalism from the experience with disabled persons include the following:

- o it is valuable to have "champions" at the political level such as Smith, Dimsdale, McGrath and Dodlin;

- o published reports widely circulated and easy to read which identify recommendations for change within departments, publish commitments made and action plans and report on results can be an extremely effective "soft" approach to management accountability;

- o the heart of the change process must rest in widely and effectively changing attitudes towards the target group;

- o participation by Canada at international conferences and symposium can be a powerful strategy for strengthening the Canadian position;

- o Advisory Councils composed of representatives from the community may not be an effective process for obtaining input, as the members are frequently poorly equipped to understand the government bureaucracy; and

- o partnership with the community can be best achieved by obtaining recommendations from the community regarding candidates for government positions and processes for regular liaison.

City of Toronto

Lessons learned from the experience of City of Toronto of value to Multiculturalism include the following:

- o thorough preparation is essential for the success of a change process;

- o commitment and support from the top and approval by senior managers ensures success;

- o people affected by the program must see the value and claim ownership of the program;

- o importance of a key individual or group of individuals to carry on the day-to-day implementation and monitoring cannot be overlooked; and

- o mechanism for on-going review and diagnosis must become part and parcel of the change process.

Air Canada

Air Canada illustrates that where an organizational internal environment is conducive to, and without barriers to opportunities for advancement of members of minorities, positive attitudes are formed and cultivated. This alleviates the need for a specific change process.

Warner Lambert

Lessons learned at Warner-Lambert which may be of benefit to Multiculturalism include the following:

- o the organization must perceive the need and value of the change;

- o active senior management level support is essential as is appointment of the 'right' person to coordinate the program;

- o once the program has been established and approved, effective communication of the program to all employees as soon as possible is beneficial; and

- o management accountability ensures ongoing adherence to the policies and program.

Finally, the results of the literature review, the three analogous change strategies in the federal government and the three case studies were summarized in recommendations for a change strategy for Multiculturalism.

In developing specific recommendations for a change strategy we identified some contextual elements of the change which we believe to be important in creating a common agreement and framework for our recommendations. Any change process affecting broad government policies and programs must be considered in the context of the following factors:

- the vastness and complexity of the federal government will dictate strategies to be implemented with respect to communication, consultation and involvement of people, which may be quite different to those best suited to a single organization; we are developing recommendations appropriate to the federal government as a whole;

- the change strategy which is developed in 1987 for Multiculturalism will reflect the fact that the change process in this area is already in the middle of its second decade, and we are dealing with improvements in an existing process, rather than developing a process and strategy from its inception.

Within this context our recommendations for change strategies specific to our six guiding propositions are presented below.

CLEARLY DEFINED NEEDS AND CLEAR VISION

1-1. The need underlying the change process which began in the early 70's has been documented clearly in various publications including the Parliamentary Committee Reports: Equality Now and Standing Committee on Multiculturalism. These needs are not necessarily those which are communicated to the public through the media. Attention should be paid to ensuring that a common set of clear needs are communicated and agreed upon, not only in the Multiculturalism community, but that those are also being communicated to the public and within government departments.

1-2 A vision for Multiculturalism in Canada has been articulated by the Standing Committee: "to assure the social, cultural, political and economic freedom of all Canadians and to remove all barriers that inhibit their full and equal participation in the society". This, or some related vision should be formally adopted by Parliament.

1-3 Care needs to be taken to keep the vision in front of all persons involved in the change process and to build a uniform agreement and understanding of that vision. The realization of the vision will depend on the effectiveness with which that vision is communicated. There is a requirement therefore to develop and implement a communication strategy throughout the federal government for communicating the vision. Attention should be paid to developing a vocabulary and language which communicates a uniform understanding of the vision.

1-4 Government departments should have a clear understanding that their responsibility is to work towards the vision by developing programs, policies and services which are aligned to this vision.

MEANS FOR ENSURING SUCCESS

2-1. Formal methods need to be established in order to support change initiatives. These methods may include:

- o binding directives to all government departments to develop action plans for their response to Multiculturalism, including deliverables and dates;
- o directives to all government departments to link performance appraisals to programs to respond to Multiculturalism
- o budgets for each department to implement Multiculturalism action plans; and
- o requirements to report annually on implementation of Multiculturalism action plans, with explanations for deviations on time and budget of tasks complete.

2-2. If all government departments are to reflect the multicultural vision in their policies, programs and services it is essential that there be a Multicultural Act which clearly spells out the federal government's vision, objectives and

approach to multiculturalism. Without legislation, efforts to influence these changes will be vulnerable, depending upon individuals involved, socio-economic and political trends and fluctuations. It will be impossible to ensure implementation, regardless of the strength of the other components in the change process.

2-3 A fundamental element in any strategy for ensuring success is a training and awareness program which must reach managers throughout the government. The goal of the training and awareness program is to develop managers individual commitment to ensuring success within their departments. All persons involved in implementation of the change strategy must adopt the objectives as their own and internalize the vision as their own. It will require an exceptional training an awareness program to achieve this objective. Without a successful training and awareness program however, all other means will not be effective in the long run.

CENTRAL FIGURES AND MOTIVATED PEOPLE

3-1. Enduring change with respect to multiculturalism is more likely to occur if there is an organizational framework which gives power and authority to a central body and which includes formal responsibilities within each department.

3-2. The process must be supported at the highest levels of government; i.e. Prime Minister and Cabinet. This can be facilitated through the formal adoption of the Multiculturalism Act.

3-3. Power and authority given to a central government body may include such responsibilities as:

- o "watch-dog" or "policing" of departments to ensure that action plans are being created and implemented in a way which is in alignment to the vision;
- o assisting in the diagnosis of constraints and opportunities;
- o monitoring communication with respect to Multiculturalism policies and programs to ensure consistency and integrity;
- o providing a link to share and co-ordinate strategies, activities and approaches within the federal government and between the federal government and other groups and governments;
- o liaising with the Multiculturalism community; and
- o developing appropriate methods through which to obtain input of community in government activities.

3-4. The selection of the individual(s) to lead central government group(s) will be critical to the success of the change strategy. These individuals must be respected within the government and by the community and must have the qualities of a leader. The appointment of these individuals can be improved with consultation with the multiculturalism community.

3-5. It will be important to co-ordinate the activities of government departments. Key individuals within each department must have a mechanism for reviewing with their counterparts in other departments activities such as the following:

- o reviewing departmental programs and policies and developing an action plan for incorporating the vision of multiculturalism throughout the department;
- o prepare a budget for implementing the plan;
- o develop a mechanism for management accountability.

3-6 The development of "champions" within department to move the change forward is one of the greatest challenges, and deserves careful attention in recruitment, development and support to ensure that they have a strong support network to encourage them in a stressful and difficult task.

3-7. As a number of areas of multicultural concern (education, labour, training) fall within provincial jurisdiction it would be valuable to create a federal-provincial liaison mechanism through which federal-provincial policies and programs can be established. This could be modeled on the federal-provincial relation mechanism used by Status of Women.

BRINGING AFFECTED PEOPLE INTO THE PROCESS

4-1. Government must see their role as being "partners" with the multicultural community in developing and implementing change strategies.

4-2. One mechanism for achieving partnership with the community is to designate a major component of the federal budget for multiculturalism to be granted to community advocacy groups whose mission, objectives and plans are consistent with the federal vision of multiculturalism.

4-3. Advisory groups, whose members are recommended by community groups provide a vehicle through which the community can work with departments on specific issues. These groups would be mandated to assist the government people involved in defining needs, developing strategies and implementing plans to achieve change. Departments and agencies which could benefit most from an advisory group include CEIC, Treasury Board and Public Service Commission. Issues for which advisory groups could be most useful include refugee legislation, affirmative action in the public service, and awareness programs.

4-4. Conferences, seminars and workshops to which persons from the multiculturalism community are invited are a good vehicle for developing networks and obtaining input on specific issues and change strategies.

4-5 Managers and supervisors within the government should work directly with the multicultural community in designing and implementing programs and services which respond to Canada's multicultural reality.

SINGLE APPLICATION OF A TECHNIQUE NOT ENOUGH

5-1. An important concept which must be prominent in the development implementation, and on-going refinement of a change strategy is that no single application of a technique can be effective in the long term. Each new legislation may need to be followed with other supporting legislation; the creation of central government groups responsible for Multiculturalism will need to be permanent entities, years may be required for them to make significant changes and the results of their work may be dissipated if they are abolished; funding and liaising with Multiculturalism community groups must be repeated year after year.

NO SINGLE TECHNIQUE OPTIMAL: DIAGNOSIS NECESSARY

6-1. The most effective technique to use is a function of the specific needs identified and environment, both within the organization and externally.

6-2 The prevailing socio-political environment in the country is critical to choice of techniques which will be effective. Official languages and status of women were initiated within an environment which dictated the changes and supported a hard and firm approach to ensuring implementation. In the City of Toronto, where over half the population is non-English and non-French, the environment is supportive of significant investments in multicultural services and programs. On the other hand, events such as the recent arrival of 170 refugees in Canada and the subsequent press do not create a receptive environment for the federal government to take a hard or firm approach to changes with respect to multiculturalism at this time. On the other hand, another event could dramatically alter the environment in support of a firm government approach.

1.0 INTRODUCTION

1.1 BACKGROUND

The Minister responsible for Multiculturalism, the Secretary of State, has announced that multiculturalism legislation will be introduced in the fall, 1987. In order to provide the best possible framework from which to institute long lasting, enduring change, the Secretary of State has requested a study of institutional change strategies, including both the theory of institutional change and practical experiences in implementing institutional change.

1.2 OBJECTIVES

1.2.1 Objectives of Institutional Change in Response to Multiculturalism

The federal government recognizes that one of Canada's major assets, and all Canadians' heritage, is the rich cultural diversity of its people. The Minister responsible for Multiculturalism wishes to encourage organizations throughout the federal government, including departments, agencies and crown corporations, to provide a model and leadership in ensuring that every opportunity is made to respond to Canada's cultural diversity and that services and programs ensure social, economic and political equality for Canadians of all cultural and racial origins. The directive to promote multiculturalism within the federal government is founded on the recognition that all Canadians can benefit by the rich capabilities and experience available to us from various ethnic minorities, and that some current practices constrain the contributions which our ethnic peoples are willing and prepared to offer.

Practical approaches for the federal government to achieve this are broad based, addressing equal opportunities, both internally with respect to employment practices, and externally with respect to programs, policies and services.

The objective, therefore, of a multiculturalism change strategy in the federal government is to avail all Canadians of the resources offered through our ethnic peoples by ensuring that they have equal access to programs, services and employment opportunities within the federal government.

1.2.2 Objectives of This Report

The objective of this report is to provide a theoretical and practical framework which will guide decision makers in the federal government to institute long lasting and enduring change which will ensure social, economic and political equality for all Canadians of all cultural and racial origins.

1.3 CONTENTS OF THIS REPORT

In this report we review the vast literature on organizational change with a view to identifying principles, models and guiding propositions which may provide a framework for decision making in the long term implementation of a program to respond more effectively to multiculturalism in the federal government. We

conclude our review of the literature with six guiding propositions which can be tested against related practical experiences.

Guiding propositions are assessed against three case studies of experiences in the federal government which are analogous to multiculturalism: Official Languages, Status of Women, and Status of Disabled Persons. In this assessment we are not only able to test the suitability of the guiding proposition to the federal government environment, but we are also able to evaluate techniques, procedures and strategies used in the federal government environment to affect change. For each guiding proposition lessons learned from the analogous experiences are presented.

Guiding propositions are then assessed against three case studies of organizational change interventions: multiculturalism in the City of Toronto; multiculturalism at Air Canada and status of women at Warner-Lambert. This allows us to focus in more closely on specific techniques and approaches in both private and public sector organizations, as well as to further test the soundness of the guiding propositions and to draw lessons for multiculturalism in the federal government.

The concluding section of the report summarizes lessons learned through both the literature and the practical applications by developing recommendations for Secretary of State to most effectively implement change throughout the federal government in response to multiculturalism.

2.0 LITERATURE REVIEW - THEORY OF INSTITUTIONAL CHANGE STRATEGIES

2.1 INTRODUCTION

There is vast literature on organizational change. Appendix A-1 provides a bibliography of the theoretical literature reviewed, including over 150 references. We have reviewed the mainstream literature on organizational change, as well as some of the more recent literature on global change and transformation. The literature provides philosophies, models, practical examples and approaches to organizational change involving perspectives ranging from changing a small unit to effecting global transformation through changes in organizations.

In the literature, organizational change is the term used for change in both private and public sector organizations. In this section, we do not distinguish between "organizational" change and "institutional" change. The philosophies, models and guiding propositions are taken from the broad literature on organizational change, and in some cases, minor adaptations are made in this document to relate content directly to institutions.

In this section we review the organizational change literature under the headings of:

- Philosophy and Principles;
- Models; and
- Guiding Propositions.

The authors have resisted taking any position or making any clear statement to decision makers in this review. In reviewing the literature and selecting authors and documents to include in the review every effort was made to select articles that had practical application for managers in the federal government, without biasing those managers with views or conclusions of the authors.

2.2 PHILOSOPHY AND PRINCIPLES

In this section we present philosophies and principles discussed in the literature which appear to be most relevant to change in the federal government. We begin with more traditional philosophies and move to more recent concepts. These include the following:

- the attitude of the lead players or organizational unit (leader) towards other persons is probably more critical than the change itself - the most important task of the lead players is to create the climate in which people feel that the leader has empathy for them, and will feel secure and supported in the change process - Bennett (1961, p.3)
- the leader must present the rationale for change and provide opportunities for discussion so that the manager is sensitive to the feelings, expectations and hopes of the people affected by the change, and those affected feel responsible for the change - Lippitt, (1981)

- people are more likely to change when they see some advantages in changing and some more advantages in not changing - Odiorne (1981)

- changes imposed on people most often fail - an alternative to the use of power and authority is to use the knowledge of norms, achieved through the involvement of the people affected, to accomplish behaviour change - Blake and Mouton (1982);

- rewards and punishments related to change are of limited value in effecting long term change - managers who have earned the respect of their subordinates and who participate with those at lower levels are most likely to achieve long term change - Burack and Torda (1979);

- with mature groups the participative style is most effective while with immature groups the coerced approach may be effective because they are often dependent and not willing to take responsibilities unless forced to do so - the most effective approach is usually a blend of the two, depending on the group - Hersey and Blanchard (1972).

- systems and procedures are becoming less effective in guiding the direction of organizations, while the building of agreement among members of the organization towards a commonly held goal appears to be the most effective force in producing any intended result - Peters and Waterman (1982);

- any long term, enduring change in an organization starts with the "vision" provided by its leaders and builds "alignment" to that vision among all members of that organization - Nesbitt (1985);

- effective change in an organization will recognize that this change is occurring in the context of our current global revolution in the beliefs, intentions, thoughts and behaviour of people - Fergusen (1981);

- fundamental change in an organization requires "breaking through" existing belief structures - Bivort (1984);

- a successful change in an organization will manage the "flow of energy" towards a clearly stated purpose which is held by leaders in the organization and internalized by all constituent groups, while at the same time learning, creativity and exploration is encouraged in the organization - Ackerman (1984);

What is common through all these principles is the need to involve people affected by the change in the change strategy, so that all persons feel a sense of ownership with regard to the change. The more recent literature stresses the "vision" of the leader as the driving and sustaining force in any change intervention. The literature also argues that support for the change throughout the organization can be achieved through the power with which this vision is communicated and the leader communicating the vision. This leader should be respected throughout the institution.

2.3 CHANGE MODELS

2.3.1 Introduction

There are a great many models of organizational change in the literature. The usefulness of models is primarily in viewing the common themes. In this section seven models which appear to be most representative of those available in the literature are presented, common themes of interest to decision makers are outlined, and conclusions are developed.

2.3.2 Rogers' Step-by-Step Approach

Rogers (1962) states that effective management of change must consider five steps through which an individual adopts a new idea or practice, as well as the social characteristics of the organization. The five steps include the following:

1. The person becomes aware of the idea or practice, but doesn't know much about it.

2. The person develops interest in the idea, looks for more information about it, and begins to consider its merits.

3. The person begins to evaluate the idea, making mental applications to his own situation, and decides to try it.

4. The person gives the idea a trial, usually on a small scale. Minimizing the risk at this stage is important, as is obtaining results for an adoption decision.

5. If it has proven acceptable on a small scale, the idea is adopted for full-scale use.

2.3.3 Schaller - Freezing the Change

According the Schaller (1978), the process for managing change includes the following five steps.

1. The Self-Identified Discrepancy - people discovering for themselves the discrepancy between current situation and the ideal.

2. The Initiating Group - formation of the group to initiate the change.

3. The Supporting Group - formation of a group to offer suggestions regarding the change and to support the change.

4. Implementation - putting the planned change into effect.

Philosophies, Principles, and Approaches

5. Freezing The Change - institutionalizing the new set of conditions.

The challenge in implementing the fifth step is to prevent a slipping back to the former state of affairs but at the same time not fixing the change so rigidly that the current effort at freezing will be a barrier to further change in the future.

2.3.4 Luthans' Organizational Behaviour Modification Model

A very specific model was developed by Luthans (Luthans, Macaig, and Roserkrantz, 1983) under the name Organizational Behaviour Modification (O.B. Mod.). This approach suggests the following steps to implement a change.

1. Identify the critical performance behaviour.
2. Measure the behaviour identified in step 1.
3. Analyze the behaviour.
4. Intervene to accelerate the desirable performance behaviour and decelerate the undesirable ones.
5. Evaluate the intervention to ensure that performance is indeed improving.

His model is based on observable behaviour (not attitude or emotions) as the unit of analysis and, the desired outcome as bottom-line results.

2.3.5 Buckley and Perkins Dynamics and Impacts of Transformative Change

Buckely and Perkins (1984) outline a seven-stage model to identify the dynamics and impacts of transformative change.

1. Unconscious Stage. Recognizing the need for change.
2. Awakening Stage. Willing to move to the next stage.
3. Reordering Stage. Moving toward the change.
4. Translation Stage. Integrating information and visions of the first three stages.
5. Committment Stage. Taking responsibility for the implementation of the change.
6. Embodiment Stage. Leaders and employees working together to implement the change.
7. Integration Stage. Developing a supportive environment of trust, cooperation, and openness.

Organizations that recognize these stages can plan and communicate effectively in order to manage change successfully.

2.3.6 Conner and Patterson Developmental Phases

Conner and Patterson (1981) have also developed a model that is designed to manage change effectively. Theirs consists of three developmental phases including a total of eight stages.

Preparation Phase

1. Contact Stage. The earliest encounter a person has with the fact that change may take place or has already taken place.

2. Awareness Stage. The person knows that a change is being contemplated.

Acceptance Phase

3. Understanding Stage. The person demonstrates some degree of comprehension of the nature and intent of the change.

4. Positive Perception Stage. The person develops a positive view toward the change.

Committment Phase

5. Installation Stage. The change is implemented and becomes operational.

6. Adoption Stage. The change has been used long enough to demonstrate worth and a visible positive impact.

7. Institutionalization Stage. The change has a long history of worth, durability, and continuity and has been formally incorporated into the routine operating procedures of the organization.

8. Internalization Stage. Persons are highly committed to change because it is congruent with their personal interests, goals, or value systems.

Conner and Patterson emphasize that managers must be able to build commitment in order to manage change successfully.

2.3.7 Allen and Kraft Normative Systems Approach

Allen and Kraft (1982) developed a model for transforming organizational cultures consisting of four stages.

1. Discovery: This stage focuses on understanding the organizational culture and climate including current norms, and a preliminary setting of objectives depending on what the members of the organization want.

2. Involving People: Here we introduce the cultural change system to those directly affected by it, thus involving them in the change process. Participants get a clear idea of what norms are and what their normative objectives might be. They

have an opportunity, usually in an experiential workshop, to try out the kind of culture they desire and to begin to create this culture.

3. Bringing About Change: Specific change programs directed towards modifying the norm influences that previously have been identified are implemented for four key elements: individual development; work team or peer group development; leadership development; and, the development of the policies, programs and procedures of the culture.

4. Evaluating and Renewing: The fourth phase involves ongoing feedback on the effectiveness of the change program. It includes re-evaluation and renewal meetings that continue as long as the change program is in effect.

Experience shows that when all parts of the system are accounted for and dealt with, meaningful change will come about and will be sustained.

2.3.8 Ackerman's Flow State Strategies

In accordance with "flow state principles" proposed by Linda Ackerman (1984) anything that helps to facilitate the unfolding of events in an organization is considered a valuable approach to achieving desired change. Ackerman identifies four strategies in particular in managing change.

1. Managing Ambiguity: Given the high degree of ambiguity in an organization in change, managers need to be able to cope with uncertainty. Most people want clear information before making decisions. A good manager implementing change will be aware of the distinction between having enough information to decide and having enough information to proceed. The manager will be willing to try new things, test their ideas, obtain feedback from the people involved and change direction if required.

2. Sense of Timing: People often react to an event by saying "The timing is all wrong" or "Perfect timing". Knowing when to act and take advantage of the momentum in an organization, and knowing when a change will cause upset and resistance is an important skill in effective change strategies. To do this it is necessary to identify the political climate in an organization, people's need for direction and their openness to change.

3. Building Readiness: The Use of Critical Mass: A leader identifies people through out the organization who are best suited to advocate a desired change. He or she invites their support and describes the collective effort that is required for the change to occur. They then use their skills, reputation, energy and resources to attract others to the effort as well. When the people who advocate the move, with their combined energy and intention, outweigh those who resist or have not committed themselves, a critical mass is reached and their effort proceeds.

4. Nurturing the Inner Flow State: In order to sustain the change it is necessary to build a strong foundation which will provide enduring support and nurture the change through its various phases. The strong foundation must rest on a model of balancing and caring for four core aspects: mental functioning seen in decision making, planning and problem solving; the emotions such as morale, creativity and culture; the physical ability, reflected in operations, structure and use of resources; and, the spirit, felt in meaningful work, alignment of the parts and sharing a common purpose.

2.3.9 Common Themes and Conclusions

The models presented above serve as representative examples of the literature on organizational change strategies. Several common themes emerge which are of interest in guiding institutional change in the federal government. Common themes are summarized as follows:

- The first stages invariably include an awareness and a definition activity in which a problem is clarified and a statement of purpose or a vision is identified;
- The subsequent stages involve the formation of groups and emergence of leaders around the problem and purpose or vision;
- The responsibility for implementation of a change intervention depends on clear committment to the purpose or vision by the people involved;
- People affected by the change work in partnership with people implementing the change. All internalize the committment and agree on the process; and
- Throughout the change, there is flexibility to test ideas and techniques and to change course or direction as the process unfold. Committment to the vision must be steady and static but the techniques involved in implementation are fluid and dynamic.

Although the models described above span a time frame of 24 years and originate in various different countries, there is a remarkable consistency in the themes presented. We believe that these themes present, in the language and terms of the late 1980's, what has been said throughout the literature.

2.4 GUIDING PROPOSITIONS

In the above sections, we outlined some philosophies or principles about organizational change and presented several models of change. The literature indicates that there are many specific interventions available to affect change, depending on the situation. However, implicit in every approach or strategy for change, we can identify guiding propositions for change and the change process.

In this section, we outline propositions based on those developed by Margulies and Wallace (1973) and incorporating the common themes presented in the above models.

These propositions represent a potentially testable hypothesis about effective change strategies and are as follows:

1. **Clearly Defined Needs and Development of a Clear Vision of Intended Results**
   It is essential to clearly define needs underlying the change process and to develop and communicate a clear vision of intended results.

2. **Means for Ensuring Change**
   Any change effort in which changes in individual behaviour are required, regardless of initial focus, must include means for ensuring that such changes will in fact occur.

3. **Powerful Central Figures and Informed and Motivated People**
   Organizational change is more likely to be met with success when powerful central players initiate and support the change process in co-operation with informed and motivated persons within each organizational unit.

4. **Bringing the Affected People into the Process**
   Organizational change is best accomplished when people likely to be affected by the change are brought into the process as soon as possible.

5. **Single Application of a Technique not Enough**
   Successful change is not likely to occur following the single application of any technique. To implement effective change, techniques must be applied over and over again and provisions must be made to permit this addition into the internal mechanisms of an organization.

6. **No Single Technique Optimal: Diagnosis Essential**
   No single technique is optimal for all organizational problems, contexts, and objectives; diagnosis is essential.

In the next section of this report, the guiding propositions will be identified and the hypotheses will be tested against analogous change interventions which have occurred in the federal government over the past few decades. The subsequent section will test these hypotheses against case studies of specific change interventions in both public and private organizations. The usefulness of these hypotheses for Multiculturalism will be discussed throughout both sections three and four. Section five will present recommendations for a strategy for Multiculturalism based on the literature review, the analogous experiences in the federal government and the case studies.

3.0 FEDERAL GOVERNMENT CASE STUDIES ANALOGOUS TO MULTICULTURALISM

3.1 INTRODUCTION

In order to develop a change strategy for multiculturalism it is extremely useful to look at experiences with similar objectives, opportunities and constraints. Within the federal government we have selected three experiences in which broad change in attitudes, policies and services have been sought to respond to specific requirements of identified segments of the population. These experiences include Official Languages, Status of Women and Status of Disabled Persons.

In this section we assess each of the six guiding propositions against each of the three federal government experiences. We also determine the applicability of each proposition and evaluate the specific approaches and techniques used. An overall evaluation of the hypothesis for an effective change strategy, which is represented by the six guiding propositions, is also presented. This evaluation is accomplished by reviewing the results of the three analogous government experiences and summarizing the 'lessons learned' from the whole change process. At the end of this report, these 'lessons learned' will be incorporated into the effective change strategies for multiculturalism.

The review of the federal government experiences with Official Languages, Status of Women and Status of Disabled Persons was done through a literature review and interviews. Appendix A-2 provides a bibliography of documents reviewed and Appendix B provides a list of individuals interviewed. It must be stressed that the review was a cursory and preliminary one. It is not the intention of the authors to present this review as an analysis of the programs, but simply to draw upon information available to the authors to test the validity of our guiding propositions and to see what can be learned which could provide guidance for multiculturalism.

3.2 OFFICIAL LANGUAGES

3.2.1 Environmental Profile

The environment for action in this area was initiated by the findings of the Royal Commission on Bilingualism and Biculturalism in the late 60's, which emphasizes equitable access to service and to employment opportunities. It was further supported by activities such as the following:

- the emergence of Rene Levesque and his Parti Quebecois;
- Expo '67 which highlighted the 100th anniversary of confederation and also resulted in recognition of Montreal and Quebec on the world map and consequent demands for similar recognition in the national affairs of Canada; and
- the election of Pierre Trudeau as a Prime Minister committed to a strong Quebec within a strong federal Canada.

3.2.2 Clearly Defined Needs and Clear Vision

The Official Languages Act, which came into force in 1969, was the first statement of the vision as approved by Parliament. It was not until 1973 that the objectives of the Official Languages program were clearly defined. That year saw the unanimous adoption of the Parliamentary Resolution which enshrined the following three objectives:

1) "Service to the Public" meaning the provision of service in the official language chosen by the client, not only upon request, but in an actively offered and easily accessible form;

2) "Language of Work" refers to the freedom of employees of federal institutions located in bilingual areas to carry out their daily tasks in English or French; and,

3) "Equitable Participation" which means the opportunity for both English-speaking and French-speaking Canadians to participate fully in employment offered by the federal sector.

These objectives have been communicated to the public at large as well as to federal government employees in a variety of forms such as, meetings, publications, speeches, progress reports, union-management consultations, etc. Internal communication is the responsibility of the Treasury Board in conjunction with the Public Service and the departments. External communication including the liaison with community groups is the responsibility of the Secretary of State Department. Annual communication not only with the Parliament but also with the public at large is accomplished by the Commissioner of Official Languages' annual report.

3.2.3 Means for Ensuring Change

A number of means for ensuring change and addressing defined needs have been put into effect over the years. Major examples include:

- Official Languages Act (1969),
- Creation of the Office of the Commissioner of Official Languages (1969),
- the establishment of the Official Languages Branch at the Treasury Board (1971),
- adoption of the Parliamentary Resolution (1973),
- the identification of bilingual positions,
- introduction of the language training throughout the federal government;
- the introduction of the Francophone Participation Program by the Public Service Commission,
- the establishment of the Parliamentary Committee on Official Languages,
- the Secretary of State's Official Languages program,
- and other departmental programs.

3.2.4 Powerful Central Figures and Informed and Motivated People

Impetus for change came from the highest levels of the government and political structure in the late 1960's. These included; the Prime Minister, the Cabinet, and indeed, the Parliament of Canada when the Official Languages Act was passed in 1969.

However, the change process would not have progressed well had it not been for the fact that the Office of the Commissioner of Official Languages was filled first by a highly motivated person, Keith Spicer. His expertise and mastery of the issues as well as his communication skills played an important role in the initial phases of the program when it was still in its infancy. His successors have continued the effective work.

The allocation of responsibility for coordination and direction of departmental activities to the Treasury Board, was another key step. The Treasury Board has the responsibility for human resource management and also for the allocation and appropriation of funds throughout the federal government. Therefore, both from human resource management and funding points of view, the central agency which has the ultimate responsibility was in charge of the Official Languages Program within the Public Service.

3.2.5 Bringing the Affected People into the Process

The Secretary of State Official Languages Program liaises regularly with Federation des Francophone hors Quebec, Alliance Quebec and other organizations representing the francophone community. On the other hand, there does not appear to be as great an effort to represent the english speaking community in the program.

3.2.6 Single Application of a Technique not Enough

Experience with the Official Languages Program underscores the fact that in order to be successful any technique must be applied over and over. Provisions must also be made to create long lasting legislative and organizational mechanisms which enable changes to become relatively permanent additions to existing infrastructure.

In addition to the Official Languages Act, the federal government uses a number of long term measures that provide an infrastructure that is vital to the successful implementation of a change process. For example, there is the Commissioner of Official Languages and the responsibilities of the Treasury Board, the Secretary of State, the Public Service Commission, and the departments.

3.2.7 No Single Technique Optimal: Diagnosis Essential

This is particularly true in a vast organization such as the Public Service where experience with the application of a measure is essential to detect deficiencies and make improvements. Language training and identification of bilingual positions are examples of how, over time, government's approach had to be modified.

Each year in preparation of their budget Treasury Board Official Languages Branch conducted a complete review of their program and made significant modifications to

respond to strengths and weaknesses of previous techniques and the evolving socio-political climate.

Each department developed individualized responses to central government directives. Each department found that they had unique constraints and opportunities which could only be addressed by developing specialized action plans. Classification of bilingual positions, interpretation of which positions fell within the guidelines for bilingualism and the type of training offered (intensive, on-the-job, immersion, etc.) are all examples of factors where there was a great deal of flexibility from one department to another and which changed over time as a result of trial and error.

3.2.8 Results/Response

Initially, there was backlash primarily among unilingual, English-speaking public service employees resulting in tension and anxiety. There was also public criticism of the expenditure and impact of language training. At present, the backlash within and the criticism outside the Public Service has dissipated considerably. Francophone employment in the Public Service has increased to 28.0% in all categories in 1986 compared to 24.3% in 1974 and 21.5% in 1965 (as reported by the B&B Commission and identified by mother tongue). In the Officer categories, the Francophone employment increased from 17.5% in 1974 to 25.8% in 1986.

Total government expenditure on all activities and programs related to official languages is estimated to be half a billion dollars per year. The Official Language Program has also affected the education system significantly with greater emphasis on minority language instruction at primary and secondary school levels. However, since education is within provincial jurisdiction, there is a need for further improvement at the secondary and post-secondary levels.

Current areas of concern include: failure to increase Francophones in the Management category, lower representation of Francophone public servants in Western Provinces, in New Brunswick and Bilingual Ontario, poor representation of Anglophones in the Province of Quebec, continuing inadequacy of provision of service to the public in both official languages, preferred used of English even where significant number of Francophones are present, and the need to communicate to Canadians at large in order to impart a greater understanding and appreciation of the Official Languages Program.

3.2.9 Lessons Learned

The experience with Official Languages illustrates the applicability of the six guiding propositions to the change process.

Some of the failures of the process may be a result of inadequate approach to involve the english speaking people who were affected in the change process and inadequate diagnosis at some points, resulting in some inflexibility in applying alternative techniques where warranted.

On the other hand, strengths of the process include the following:

- o the clarity of the definition of need and statement of vision,

- o the strong central figure in the form of Keith Spicer, Commissioner of Official Languages and informed and motivated people in the people who were assigned to develop and implement plans in each department;

- o the variety to means for ensuring success including legislation and requirements for regular reports on statistics in each department.

3.3 STATUS OF WOMEN

3.3.1 Environmental Profile

Institutional changes in connection with the status of women began at a time when women had begun demands for recognition of their rights and place in all spheres of life. Developments in Canada have been very much a part and parcel of a universal and international movement. Accelerating participation of women in the labour force, higher levels of education among women and acknowledgement of women's concerns in society generally have all contributed to the initiation of the change process based on clearly defined needs. The appointment of the Royal Commission on the Status of Women under Florence Bird was the first step the federal government took in 1970 followed by a number of other measures. The developments in Canada have paralleled those in a number of other countries notably in the United States and Western Europe. With the pronouncement and observation of the Decade of Women (1975-85) by the United Nations, efforts in Canada received added impetus.

3.3.2 Clearly Defined Needs and Vision

The vision of women in Canada can be simply stated as 'equality'. Equality in all aspects of life has been a vision long before the federal government initiatives, and this continues to be the ultimate objective. In terms of the federal government, the vision and objective has been to integrate women's concerns in all of the governments's policies, programs and practices. Interpretation of this vision has become somewhat blurred as the vision of equality developed throughout the community range from "burning bras", to equal numbers of women in senior management positions, to adequate daycare, to providing women with the opportunity to stay home with their families.

As in the case with Official Languages, the Department of Status of Women communicate their needs and visions in a variety of forms. The Minister responsible for the Status of Women has the responsibility for internal communication, whereas the Secretary of State's Women's Program are the primary agency for external communication including supporting of community groups. Women's groups in the community have been very active and have developed strong and effective networks through which communications can be quickly transmitted. Pamphlets, publications, conferences, seminars, public relations campaigns and speeches have all been used to communicate needs and vision. In addition the Status of Women annual report, which communicates both internally and externally, is prepared by the Canadian Advisory Council on the Status of Women.

The powerful and receptive communications channels in the area of status of women have worked both for and against the government objectives. On the one hand there was a large and receptive audience for any communication issued. On the

other hand, there were so many people receiving and interpreting the communications that they did become clouded and confused with related communications issued by community groups.

3.3.3 Means for Ensuring Change

The Status of Women has developed an extensive network that provides the means for ensuring change.

One of the initial steps was the creation of the Office of the Coordinator in the Privy Council Office in 1971 to coordinate the government's response to the recommendations of the Royal Commission on the Status of Women. This was followed by a number of other developments including, for example:

- the naming of a member of the federal cabinet with responsibility for the Status of Women (1971);
- the creation of the Office of Equal Opportunity for Women within the Public Service Commission (1972);
- the setting up of the Canadian Advisory Council on the Status of Women (1973);
- the establishment of the Women's Program in the Department of the Secretary of State;
- the creation of a separate office of the Status of Women with expanded functions in response to its removal from the PCO; and,
- the development of the federal government Plan of Action(1979) and the federal government Work Plan (1986).

In addition, Labour Canada's Women's Bureau, which predates Status of Women, researches and develops policies related to the impact of the Canada Labour Code on women in the labour force.

With direct access to the cabinet, the Minister responsible for the Status of Women is able to bring women's concerns directly to the highest level of the government. At the public service level, there are a number of interdepartmental committees on which the Status of Women is represented. While there are specific committees to deal with individual items of concern, there is an umbrella group dealing overall with the integration of women's concerns.

As a result of the nature of the jurisdiction of this matter, a critical element in the process is the development of federal-provincial collaboration on women's issues. Annual federal-provincial meetings have contributed greatly to dealing with matters that are within provincial jurisdiction. These meetings have also been instrumental in reducing duplication of efforts, and in increased communication and consultation on such issues as training, economic equality and violence against women.

Interdepartmental committees responsible for status of women ensure that women's issues are considered in all areas of the department's activities.

3.3.4 Powerful Central Figures and Informed and Motivated People

The Office of the Coordinator of Status of Women was first created within the Privy Council Office in 1971. Although it was a small office and its initial mandate was limited, the fact that the Office was within the PCO was a strong endorsement of the highest levels of the federal government to women's issues. Equally important was the appointment of Freda Paltiel as the first Coordinator of Status of Women. She had been a life-long advocate of the legitimate concerns of women and her knowledge of the issues played a significant part in developing government's response to the report of the Royal Commission on the Status of Women.

The Canadian Advisory Council on the Status of Women (CACSW), established in 1973, maintains an arm's length relationship with the government, but the fact that highly informed and motivated individuals have headed the Council has contributed a great deal to progress for women. These individuals include; Yvette Rousseau, Doris Anderson and the present President of CACSW, Sylvia Gold.

3.3.5 Bringing the Affected People into the Process

In an organization as vast and as complex as the Public Service, organizing internal activities which bring the affected people into the process has not been an easy task. A number of means are used with respect to Status of Women including: presenting briefings of senior departmental managers by central agencies such as the Treasury Board and the Public Service Commission; consulting with unions representing the unionized work force; and, conducting meetings, seminars and workshops, and training programs.

People affected in the larger population have been brought into the picture, not always successfully, through the Department of the Secretary of State and on Advisory Councils to departments. These organizations liaise regularly with such organizations as La Federation des femmes du Quebec, the National Action Committee on the Status of Women, and the Canadian Institute for the Advancement of Women . Generally, the Secretary of State sees itself in a partnership role in working with the community to affect change and large components of their budget go to advocacy groups in the community.

Through annual reports and broadly circulated government reports the Canadian Advisory Council on the Status of Women inform, communicate with, and bring into the process affected people.

3.3.6 Single Application of a Technique Not Enough

To make any change it is necessary to approach the change with several techniques and to repeat those techniques over time. In the case of status of women one example within the change process was the objective of equal work for equal pay. To support this objective examples of techniques used over time include the following:

- Public Service Commission created an "Equal Opportunity Branch" responsible for ensuring equal work for equal pay throughout the federal government;

- o most departments and central agencies created their own "affirmative action co-ordinator" responsible for developing and implementing a program within their own department;

- o the Public Service Commission created an appeals procedure to appeal any action which appears to discriminate on the basis of sex;

- o most unions signed collective agreements which protect employees from discrimination on the basis of sex; and

- o Human Rights legislation was put into place which protects all Canadian's from discrimination on the basis of sex.

3.3.7 No Single Technique Optimal: Diagnosis Necessary

With respect to status of women, examples of a variety of measures include: the creation of the Office of the Coordinator of the Status of Women, the Canadian Advisory Council on the Status of Women, and the Women's Program in the Secretary of State's Department, and the establishment of the Office of Equal Opportunity in the Public Service Commission. This is one example of how a battery of various groups with supporting mandates were put in place to address a similar goal through slightly different techniques, for slightly different populations. These were all created based diagnosis of a need, trial of an approach, evaluation of strengths and weaknesses and further refinement of the diagnosis of need.

3.3.8 Results/Response

Since The Royal Commission on the Status of Women reported in 1970, significant improvements have been made to federal policies and programs affecting women. While there are a number of areas that need further improvements and attention, among the areas where some progress has been made are: training, affirmation action/employment equity, child care, wife battering, parental benefits, pensions, citizenship, divorce and enforcement of maintenance orders, native women's rights, the needs of immigrant and visible minority women and, public attitudes and sex-role stereotyping.

Although not a primary focus of activities in the Status of Women, the representation of women in the Public Service has shown steady progress. In 1986, 41.8% of public servants were women compared to 40.6% in 1982 and % in 19 . Most notable gains have been in the management Category and the Administrative and Foreign Service Category. While women's representation at the top echelons of the public Service continues to be poor, the progress at the first level of management Category in the last four years is encouraging. Current issues of concern include: economic self-sufficiency, women's incomes, participation of women in the labour force, women as entrepreneurs, poverty among women, legal, social and economic status of aboriginal women, safety from all forms of violence, problems of women with special needs - immigrant, disabled, elderly, rural, and adolescent women, and, participation of women in the power structure and decision-making.

3.3.9 Lessons Learned

From the experience with status of women, Secretary of State's Multiculturalism Sector may benefit from the following lessons:

- the Status of Women Department plays an advocacy role only in co-ordinating activities of other departments and without a stronger mandate their power to affect real change is minimized;

- the separation of responsibilities between the Department of Status of Women, responsible for coordinating other departments activities vis a vis women and the Secretary of State's Women's Program, responsible for communicating with the public provides clarity on role and "offer to the market" and strengthens each in achieving their objectives;

- strong communications programs advising women of their rights and a battery of measures which are available to them to redress discrimination on the basis of sex go hand in hand to ensure that equal services and programs are provided, and that there is a built in mechanism to ensure that this is observed universally;

- the fact the 51% of the population is women provides a strong broad support for any activity undertaken in support of women at the federal government level, where activities are pushed along, often informally by networks within the community, and where there are often avid supporters already enrolled in the process at all levels of the bureaucracy and the political machinery to push activities along; and

- the change process was greatly facilitated for women. as for official languages, by the emergence of strong and powerful individuals, such as Doris Anderson, President of CACSW and Freda Paltiel who "championed" the change process.

3.4 STATUS OF DISABLED PERSONS

3.4.1 Environmental Profile

The movement in Canada for change in services and programs for persons with disabilities was supported by a variety of socio-economic and political forces at the time including:

- a very strong and dynamic consumer movement in the U.S., accelerated to some extent by the war in Viet Nam and injuries sustained by a great numbers of veterans;

- international conferences for the creation of better services for disabled persons and the appointment of Jim Derkson to represent Canada at Disabled Persons International;

- a general movement in both Canada and the U.S. in the seventies for Human Rights and the recognition of rights as a government responsibility; and

- the designation of 1981 as International Year of Disabled Persons.

As a result of currents and pressures such as these, a Special Parliamentary Committee was formed in 1980 under David Smith and Walter Dimsdale to identify the needs of Canadians with disabilities and recommend actions which could be taken by government to meet those needs.

3.4.2 Clearly Defined Needs and Clear Vision

Originally the needs for improvements for disabled persons focussed on "access to buildings and jobs". As the change process has evolved there is an acceptance that the only vehicle for lasting change is through changing attitudes towards the disabled.

Over the years there have been various interpretations of "equal access". For some equal access means designs and attitudes which integrate disabled person into the mainstream. For others equal access means special features for disabled persons with such features as kneeling buses and employment quotas. There is considerable dissention, even within the disabled community regarding the interpretation of"equal access" and how best to provide it.

As a result of the variety of interpretations of the defined need some element of confusion was created with respect to the vision.

3.4.3 Means for Ensuring Change

In 1982 disabled persons were included in the Canadian Charter of Rights and Freedoms. This provides some legislative backbone through which advocacy groups can lobby for services and programs which allow for equal opportunities for disabled persons.

Means for ensuring change with respect to disabled persons vary from awareness techniques, action plans, symposiums, parliamentary reports, etc. These means are all "soft" approaches, with no formal authority to ensure implementation outside of human rights legislation.

A strong communications and awareness campaign has been important in effecting change. One of the most widely distributed reports was "Obstacles" and "Follow-Up Report - and Directions" published as a result of the Parliamentary Committee hearings across Canada. More recently "Surmounting Obstacles" has been published to report on actions taken by departments in response to recommendations made in earlier reports. This provides a powerful "soft" approach to monitoring and pushing activities within departments.

Canada has also participated in the United Nations World Program of Action concerning Disabled Persons. This has been an effective technique for forcing a national, political statement on programs and services for disabled persons.

3.4.4 Central Figures and Motivated People

In the case of Status of Disabled Persons the formal organization consists of a Secretariat of Disabled Persons in the Secretary of State and selected individuals within government departments who have responsibility for their services and programs for disabled persons. The Secretariat provides a coordination and liaison role, but has no legislative mandate to ensure that programs are implemented.

In addition to this, a few powerful central figures emerged whose drive and motivation made a significant contribution to the change process. David Smith and Walter Dimsdale were Members of Parliament who led the Parliamentary Standing Committee in its investigation and the production of its report: Obstacles. Later McGrath and Dodlin, two MPs developed action plans and a model for change within departments.

Within departments and central agencies, some highly motivated persons such as Janice Tait at Transport Canada and Andre Leblanc at Health and Welfare, have played significant roles in the past in promoting change, but their positions have been declared redundant as the Secretary of State assumed more responsibilities and developed a larger staff.

3.4.5 Bringing Affected People into the Process

The change process with respect to status of Disabled Persons has been characterized since its inception with a strong partnership between government nd the community. The Standing Parliamentary Committee started this by meeting with disabled persons across Canada to hear their concerns, and employing, as consultants to the Committee disabled persons who had been strong activists.

Since that time departments who have had staff responsible for coordinating their program for disabled persons have had advisory committees made up of disabled persons, who provided on going advice and feedback on programs and services offered. Transport Canada, Treasury Board and CEIC have all had advisory committees.

The Disabled Persons Participation Program is the primary federal program responsible for providing financial assistance, advice and information to disabled persons, voluntary organizations and advocacy groups whose objective is to promote the integration and participation of disabled persons. Through the funding of these groups the Secretariat for Disabled Persons declares there trust in and partnership with the community as an effective means of promoting change to respond more effectively to the needs of disabled persons.

3.4.6 Single Application of a Technique not Enough

The process has demonstrated the need for many techniques and approaches to achieve change. The initial report of Obstacles, identifying recommendations for change was relatively ineffective without the support of the Canadian Plan of Action, continued pressure from community groups, pressure from "champions" within government both politically and bureaucratically and the additional pressure created by the publication of "Surmounting Obstacles". These are just some examples of the host of pressure points through which change occurs.

3.4.7 No Single Technique Optimal: Diagnosis Necessary

The changes with respect to disabled persons demonstrates clearly the need for on-going diagnosis. Diagnosis of problems and recommendations were initially developed in the first Obstacles report. These were modified and revised in the Follow-Up Report and Directions. After some further assessment and trial and error, "Surmounting Obstacles" indicates further refinement of recommendations and techniques. The roles of the Advisory Committees to specific organizations is largely to follow implementation of various techniques, to report on effectiveness and to modify the approach with the benefit of evaluation.

3.4.8 Results/Response

The thrust of the change process has shifted over time. It was initially focussed on accessability to jobs and to buildings. Over time there has been a realization that the key to change is in awareness and changing attitudes.

In 1983 fully two-thirds of the recommendations of the Special Parliamentary Committee had been completed or were being acted upon.

Generally, physical accessability to government buildings is no longer a major problem. Attitudes have changed dramatically since International Year of the Disabled.

3.4.9 Lessons Learned

Lessons which are relevant to multiculturalism from the experience with disabled persons include the following:

- it is valuable to have "champions" at the political level such as Smith, Dimsdale, McGrath and Dodlin;
- published reports widely circulated and easy to read which identify recommendations for change within departments, publish commitments made and action plans and report on results can be an extremely effective "soft" approach to management accountability;
- the heart of the change process must rest in widely and effectively changing attitudes towards the target group;
- participation by Canada at international conferences and symposium can be a powerful strategy for strengthening the Canadian position;
- Advisory Councils composed of representatives from the community may not be an effective process for obtaining input, as the members are frequently poorly equipped to understand the government bureaucracy; and
- partnership with the community can be best achieved by obtaining recommendations from the community regarding candidates for government positions and processes for regular liaison.

3.5 CONCLUSION

The six guiding propositions appear to have proven to be applicable for each of the three analogous experiences in the federal government.

All three areas had clearly identified needs and a clear vision. However in the case of status of women and status of disabled persons, the needs became interpreted in different ways. By "clouding" the identification of needs and the vision, both of those movements lost a certain amount of momentum.

All three cases had strong central figures and informed and motivated people acting in various departments. All three had specific individuals who were "champions" of the process and made significant contributions to driving the process forward.

All three cases had means for ensuring success. In the case of status of disabled persons, there is no legislative mandate for the Secretariat and this has greatly weakened the process and resulted in a loss of momentum. Where means were stronger, in the case of Official Languages, there is evidence of greater results.

All three cases brought affected people into the process. In the case of Official Languages there may not have been enough effort to involve english speaking people in the change process and this resulted in a backlash. On the another hand, for both women and disabled, the grass roots activities of networks within the community have been strong driving forces behind every significant change.

In all three cases we can also see that techniques need to be applied over and over again on an on-going basis, and that regular reviews necessary to see successes and failures, diagnose problems and change techniques if needed.

Specific lessons for multiculturalism which can be learned from these experiences include the following:

1. Although central figures have clearly defined needs and vision for multiculturalism, this can easily become clouded as various interest groups interpret their needs in a unique way. It is important therefore to tightly guide and control all communications, especially those of the media to present a uniform and consistent message with respect to vision and needs.

2. Means for ensuring long lasting and enduring change must include legislation, management authority and accountability and strong ties with the public. If any one of these components is missing the strength of the change intervention will be weakened.

3. At the centre of the change strategy there must be legislative mandate given by cabinet, and there must be a structure for making the bureaucracy accountable. In addition, the individuals appointed to play key roles will make or break the process. They must be respected by the community and committed to change.

4. A strong training and awareness program to enroll all managers and supervisors in the change process and to encourage them to adopt the

objectives of the change as their own personal objectives is fundamental to ensuring long lasting change.

5. A communications strategy must also reach the public, supporting them to form an informal policing mechanism and to take action to ensure that all government services and programs respond effectively to multiculturalism.

6. Throughout the process, the community must be made to see themselves as partners in affecting the change. This can be done through funding advocacy groups, taking recommendations of community groups for appointment of key players, setting up advisory committees, or other mechanisms accepted by the community.

7. Change is a long process and each technique used must be repeated year after year if it can be expected to have impact.

8. The process itself must not be seen as fixed. It is best to begin with a small infrastructure and to build as dictated by the results of various processes. There must be room for flexibility within the structures selected and a willingness to make changes as new information comes to light and changes occur in the socio-economic political environment.

4.0 CASE STUDIES

4.1 INTRODUCTION

In this section three organizational case studies are presented to test the guiding propositions in experiences within a single organization. Criteria for selecting the organizations include the following:

- organizations that have implemented/introduced institutional change analogous to multiculturalism or have relevance to such a change;
- organizations that can provide perspectives of private sector, public sector and federal crown corporations;
- organizations that provide a variety of structures in terms of the nature of their operations, their size , their geographic areas of operations as well as institutional changes being studied;
- organizations that were known to the researchers and in respect of which information was accessible readily;
- organizations where the change impacts on the entire organization and not just a portion there.

In selecting organizations for case studies the researchers canvassed their contacts to get recommendations fo organizations which would best meet these criteria.

City of Toronto was selected as it represented a public sector organization, serving a population which was over 50% ethnic, and was known to have invested significantly in responding to the needs of this group.

Air Canada was selected as it was a crown corporation who was known to have excellent programs and services for minority groups.

Warner Lambert was recommended by many people involved in the area of change for multiculturalism, as it was a private sector organization which had a strong program in all areas of affirmative action.

It should be noted that there are a number of other organizations both in private and public sectors that have introduced and/or implemented institutional changes that can provide valuable lessons. However, in view of the time frame established for this study, it was necessary to restrict the number of organizations based on the above criteria.

For each organization, interviews were conducted and documentation was reviewed to conduct a preliminary analysis of the applicability of the guiding propositions and learn some lessons for multiculturalism.

4.2 CITY OF TORONTO

4.2.1 City Profile:

As in case of business, industry and commerce, Toronto is the major centre of ethnic concentration in Canada. 57% of Toronto's population claim ethnicity other than British or French while 12% identified themselves as racial minorities. The city government is comprised of: 15 departments, 7500 permanent staff, more than 100 special boards, commissions and task forces and scores of offices and public facilities.

Recently, Toronto has launched its "Multicultural Access to City Services" program, and the following is an analysis of this program in the context of the six guiding principles.

4.2.2 Clearly Defined Needs and Clear Vision

In 1980, on the recommendation of the Mayor, the City Council established the Mayor's Committee on Community and Race Relations, The need for the present program were defined by this Committee as a result of its consultations begun in 1984, with racial and ethnic groups in the city. The consultations were designed to receive input from community groups on ways to improve their respective communities' access to the municipal services.

The community groups' proposals were reviewed by senior managers of the City's various departments, and based on their review a plan of action was prepared.

The objectives of the program are:

- To provide better information on City services in a variety of languages and media (other than print), and make more effective use of media and community agencies with ethnic audiences to distribute information on City services and programs;

- To increase the extent to which the work force in City departments reflects the racial and ethnic make-up of Toronto's population;

- To promote city employee's awareness of cultural, linguistic, religions and other factors that should be taken into account for the appropriate delivery of public services; and,

- To review Corporation policies and procedures to ensure they do not present discriminatory barriers to racial and ethnic groups.

The objectives of the program have been communicated to City's various players. Since the City Council itself approved the program, they were informed of the program. The City managers knew about the program through the process of review that preceded the announcement of the program, and the community groups were briefed on the program at a Community Briefing Session on June 27, 1987.

4.2.3 Means for Ensuring Change

To ensure success of its program, the process started about three years ago, and, extensive consultations with the community groups as well as a thorough review by senior department managers took place before the program was developed. This has resulted in a consensus among the community groups and approval and support of the senior managers. These were prerequisites for the program to be successful.

Based on the Mayor's Committee's recommendation, the City has retained a full-time Multicultural Consultant, who in the next 6 months, will be developing specific plans for the Corporate Awareness Program and the Policy and Procedure Review. He will also assess department needs, develop training and awareness programs in conjunction with departments and present a budget for approval by the City Council. In the meantime, work on a number of other aspects of the program is underway.

Thus, in the process of developing its plan as well as in the implementation phase, the City has opted for thorough preparation and consensus instead of creating a wide infrastructure to start with.

A Multicultural Review Procedure is also part of the program. This procedure is designed to ensure that City departments regularly examine their policies, programs and operating practices with a view to meeting the Program's objectives. By implementing a multicultural review process, City departments make an ongoing commitment to include a multicultural dimension in their work.

4.2.4 Powerful Central Figures and Informed and Motivated People

The Mayor's Committee on Community and Race Relations obtained the blessings of the Mayor when it embarked on its consultations with community groups in 1984. The Mayor's support has been crucial. The City Council approved the program and gave it its full endorsement and the City's senior departmental managers reviewed the proposals before finalization of the program. Thus, powerful central figures in civic politics as well as bureaucracy had given their full support to the program.

In addition, senior managers from various departments were involved in reviewing the proposals before finalizing the program. They play an ongoing role in implementation.

Therefore powerful central political figures, as well as key players in the bureaucracy are involved in the program.

As its Multicultural Consultant, the City has chosen Mutale Chanda, who has had involvement in minority and race relations issues over a number of years. He spearheaded the anti-racism campaign of the Ontario Federation of Labour, and was also active in the struggle of the United Farm Workers. Prior to his appointment to the present position he was in the Equal Opportunity's department and was responsible for training on this subject.

The Multicultural Consultant reports to the Executive Director of the Management Services Department, a department that has responsibility for human recourse management, equal opportunity, budgeting and computer programs. However on

training matters he reports to the Director of Training. The position, therefore, is located in the department which has a key role in the City bureaucracy.

4.2.5 Bringing the Affected People Into the Process

Through various consultations and reviews, the City brought community groups, senior managers and others affected by the Program into the process even before the program was finalized.

4.2.6 Single Application of a Technique Not Enough

Since the Program has just recently been launched, it is not possible to comment on this aspect.

4.2.7 No Single Technique Optimal: Diagnosis Essential

In implementing its program, the City is taking the arsenal-of-measures approach. Examples include: the Contract Compliance Program, Translingual Medical Information Gathering System, and Multicultural and Race Relations Training. A Multicultural Review Procedure has also been established for ongoing evaluation of policies, programs and practices of departments.

4.2.8 Results/Response

The response of community groups and civic managers has been favorable. It is too early to comment on the results.

4.2.9 Lessons Learned

Lessons learned from the experience of City of Toronto of value to Multiculturalism include the following:

- thorough preparation is essential for the success of a change process;
- commitment and support from the top and approval by senior managers ensures success;
- people affected by the program must see the value and claim ownership of the program;
- importance of a key individual or group of individuals to carry on the day-to-day implementation and monitoring cannot be overlooked; and
- mechanism for on-going review and diagnosis must become part and parcel of the change process.

4.3 AIR CANADA

4.3.1 Organizational Profile

With its international operations and vast resources, Air Canada is the premier air line in the country. It employs some 21,000 employees, about one-third of whom are women. Aboriginals, disabled persons and visible minorities are reported to be 0.2%. 1.1% and 2.8% of the Air Canada work force. However, the reluctance of employees to identify themselves in these categories may have skewed results downward.

4.3.2 Clearly Defined Needs and Clear Vision

Because of its operations as an airline with its international scope, Air Canada has seemed to be a naturally attractive employer for immigrants. Its requirements for professional and technical personnel has added to this aspect and, immigrants bringing with them high levels of expertise in professional and technical occupations, have found Air Canada an ideal place to work.

As a result, Air Canada's work force has been multicultural, and the company has fostered a climate in which people from different cultural backgrounds feel comfortable and recognize opportunities for career advancement without barriers.

The organization has not undertaken a specific program with respect to multiculturalism because this has not been considered necessary. But, from a commercial point of view, the company has supported and sponsored ethnic events in the outside communities. Since immigrants are frequent and regular travellers by air, it only makes business sense for Air Canada to support their cultural events, for pubic relations and for projecting a positive image.

There are, within Air Canada, informal and loose networks of people from cultural minority groups. Examples are: networks comprised of employees of Polish and Ukrainian descent.

While a specific program on multiculturalism does not exist, through its policies and implementation guidelines, Air Canada provides a mechanism for dealing with complaints from members of minority cultural groups. For example, its Policy Statement on Personal/Sexual Harassment defines personal harassment as "any conduct, comment or gesture, whether overt or subtle, offensive to an individual". The policy provides a redress mechanism to deal with incidents giving rise to a complaint of personal harassment.

Air Canada has also established policies and guidelines on Non-Discrimination, Service to the Public (Disables), Equal Employment Opportunity, Employment Equity - Designated Groups, and Employment Equity - Equitable Participation. These policies provide statements of where Air Canada stands in respect of its employees in minority/disadvantaged groups.

4.3.3 Means for Ensuring Change

Each Policy Statement provides for implementation guidelines. In addition, there is an Employee Appeal Procedure for non-union employees to deal with complaints arising out of implementation of Policy Statements.

To ensure fairness in the process, Air Canada has established, since 1969, an Office of the Corporate Ombudsman. This is the final step in the appeal procedure and its decisions are binding. Unionized employees have the option of choosing between the grievance procedure provided in the collective agreements or the company appeal procedure (in which case the decision of Ombudsman is not binding). The Ombudsman reports to Senior Vice President, Corporate and Human Resources. He is increasingly called upon to deal not only with employee complaints, but also with complaints of the public with respect to Air Canada's services.

To sensitize its managers and to deal with situations creating problems the company conducts "de-bugging" and "awareness" sessions in various locations. These sessions are designed to resolve a problem (de-bugging session), or, to sensitize managers about other cultures in order to enhance a better understanding and harmony (awareness session).

4.3.4 Powerful Central Figures and Informed and Motivated People

Air Canada's Policy Statements as well as other pro-active activities in respect of ethnocultural community groups have support of its top management. Because its management ranks find people from ethnocultural minorities, there has not been any resistance to these initiatives. Indeed, they have been encouraged.

Within the corporate structure, the office of the Ombudsman plays a key role in maintaining harmony among Air Canada's diverse work force. The office of Ombudsman is occupied by a very well informed, committed and motivated person whose work contributes to company's efforts in ethnocultural and race relations.

4.3.5 Bringing the Affected People Into the Process

As there is no specific change process with respect to ethnocultural minorities, the question of bringing them into the process has not arisen. However, within the existing framework minority members are involved.

4.3.6 Single Application Of A Technique Not Enough

The office of the Ombudsman has existed for eight years, and over the years, the function has been refined and expanded. At first, it was an informal process, but now, it is becoming more formal. The "de-bugging" and "awareness" sessions, begun about two years ago, are presently being reviewed in light of the experience.

4.3.7 No Single Technique Optimal: Diagnosis Necessary

A number of Policy Statements and Implementation Guides in conjunction with the "de-bugging" and "awareness" sessions, and support and sponsorship of ethnic events in the community, constitute Air Canada's approach to cultural and racial harmony. The company has not opted for a single technique, and through the Corporate Ombudsman and its Employment Equity Policies and Programs Division, Air Canada policies and practices are periodically reviewed (as is the case at present with respect to "de-bugging" and "awareness" sessions).

4.3.8 Response/Results

According to the Corporate Ombudsman, Air Canada has not had to many incidents giving rise to complaints by ethnic and racial minorities within its work force. While no statistical data is available, it is confirmed that such incidents are at a minimal level. This is because of the prevailing climate in the company as well as other actions such as communication and consultations with minority group organizations in the community, support of ethnic community events, and, within the company, the "de-bugging" and "awareness" sessions.

4.3.9 Lessons Learned

Air Canada illustrates that where an organizational internal environment is conducive to, and without barriers to opportunities for advancement of members of minorities, positive attitudes are formed and cultivated. This alleviates the need for a specific change process.

4.4 WARNER-LAMBERT CANADA INC.

4.4.1 Company Profile

Warner-Lambert Canada is part of a world-wide organization. It manufactures and markets a broad range of products including: over-the-counter products as Benylin Cough Syrup, Sinutab and Agarol; less well known but very important prescription drugs as remedies for Cardio-Vascular difficulties, Anesthetics, Anti-Inflammatory Agents, Antihistamines, Oral Contraceptives and Bronchodilators; such products as Schick Blades, Listerine, Listermint and Efferdent; and finally, gum and confectionery items such as Chiclets, Rolaids, Dentyne, Trident, Halls and Certs which occupy a significant portion of the Canadian volume of the company. Warner-Lambert sales in 1987 are expected to be around $250,000,000 and the company employs 1500 non-unionized employees in about 250 different job classifications. There are two manufacturing locations, six distribution centres across Canada and a pharmaceutical research institute facility within the Sheridan Park Research Centre Complex in Clarkson, Ontario.

In 1975, Warner-Lambert initiated its Affirmative Action Program for Women. Although there are no targets or timetables in this program, it has been highly successful and it is held up as a model by other Canadian companies. The following is an analysis of the Wagner-Lambert program in the framework of the six guiding principles.

4.4.2 Clearly Defined Needs and Clear Vision

The catalyst for change at Warner-Lambert was a meeting of industry, education and labour convened by the Premier of Ontario in February 1975. The Premier conveyed a strong message urging the participants to acknowledge the legitimate aims of women and to take measures to advance these aims. At the time three factors were instrumental in defining the need for a change at Warner-Lambert:

a. As an equal opportunity employer, it was incumbent upon the company to regularly review each of its stated policies and practices in order to ensure the continued equal treatment of all employees.

b. With the steadily increasing number of women in the labour force and their rising education levels and career aspirations, any program aimed at maximizing women's skills would simply make good business sense for the company.

c. The fear of U.S. type compliance legislation should the Premier's advice be disregarded.

After an assessment of these needs, the central objective of a formal Affirmative Action Program for women was developed on June 23, 1975:

> "To assess the current status of women at Warner-Lambert and to recommend the most effective ways to remedy any existing negatives found in our policies, practices and attitudes respecting employment or promotion opportunities for female employees."

Top management of the company was satisfied that, beyond ensuring fairness, the following results can be expected from a successful Affirmative Action Program for women:

a. An increased level of productivity from female employees through better utilization of their skills.

b. A reduction in turnover of female staff because of opportunities of their career development.

c. A reduction in recruitment and orientation costs because more vacancies would be filled from within.

The program and its approach and objectives were communicated by the Program Coordinator to everyone through an "All Employees" meeting, articles in the company in-house publication, and a confirming note to department heads and supervisors with copies to all locations bulletin boards. Company communication on the program stressed that the program was a voluntary approach to determine whether Warner-Lambert had problems in the area of equal opportunity for its rather large group of female employees (about 40%), and, if there were any problems, to fix them.

4.4.3 Means for Ensuring Change

Warner-Lambert recognized that in order for their Affirmative Action Program to be successful, it needed a Coordinator with credibility, respect of employees and the ability to relate to all levels within the company. Carol Ford was one such person who was interested in coordinating the program. She was appointed Program Coordinator and was the one front and centre as the program progressed through various phases.

The second step was to assemble a volunteer committee of individuals representing the Plant, Office and Management groups who had expressed an interest and a willingness to serve. Initially, the committee was composed of twelve women with the senior male Human Resource Manager as the liaison between the committee and

the Senior Management. A few other managers, mostly men, were identified as resource people. In this way, there was input from both male and female personnel.

The Committee then identified seven issues to be examined: job access, compensation, employee benefits, policy manual, maternity leave, day care, and communications. At first, the committee members needed some guidance both in terms of being able to study these issues and to effectively document their recommendations for executive level approval.

For each of these issues, the Committee developed an objective and the tasks to be performed in order to meet the objective. For example, on the issue of job access, the objective was "to examine whether there were any barriers with the Company's hiring and promotion activities which might have the effect of hindering female employees". The tasks identified to fulfill this objective were:

- o to examine labour patterns within each major job classification;
- o to review job posting procedures;
- o to study performance appraisals;
- o to examine attendance at training and development programs; and,
- o to study turnover and promotion patterns.

For each issue, a sub-committee was responsible for undertaking the identified tasks.

Upon completion of the tasks, data under each issue were summarized and recommendations were prepared and submitted. Following Executive approval, a major progress report was issued by the Company President to all employees in the spring of 1976. Since then, progress reports are issued every year.

4.4.4 Powerful Central Figures and Informed and Motivated People

At Warner-Lambert the changes process began with the top management. The February 1975 meeting with the Provincial Premiere was attended by the Company President and the Manager of Human Resources (who is now Vice President), and the impetus for change came from top. The Program has received unqualified commitment and support of the top management through the efforts, commitment and informed assessment of the Vice President of Human Resources. Equally important, Warner-Lambert found an informed, extremely motivated and dedicated Coordinator for the Program. Both the Coordinator and the Vice President for Human Resources have been playing key roles in the continuing progress of the program.

4.4.5 Bringing the Affected People Into the Process

The Affirmative Action Committee has been an excellent tool at Warner-Lambert in bringing its people into the process. The managers were brought into the process through the device of a resource group. This assured involvement of managers in the change process as well. Regular and frequent communication at employee

meetings, in-house publication and annual progress reports on the program have contributed to people being informed and involved. To ensure management accountability, 'active' efforts of managers and supervisors in terms of how they are or are not contributing to the Affirmative Action Program's objectives are monitored and recorded as part of Company's annual performance appraisals and organizational audit. Thus, support and encouragement to the Affirmative Action Program is linked to promotion and advancement of managers and supervisors efforts. Warner-Lambert has not only secured management accountability vis-a-vis affirmative action, but also kept them in the picture on an on-going basis.

4.4.5 Single Application of a Technique Not Enough

Warner-Lambert has been applying various techniques to deal with the issues of concern to its female staff for twelve years. With each application, experience has been gained in improving the techniques, its shortcomings and potential. This has resulted in refinements and improvements, and over the twelve-year period, the company has achieved major successes with its affirmative action program.

4.4.7 No Single Technique Optimal: Diagnosis Necessary

Based on regular assessment of its program, Warner-Lambert has introduced a number of measures aimed at ensuring the continued success of its program. These include: in-house seminars and workshops on topics such as "Men who are working with women in management", a series of luncheon meetings on job descriptions, job postings and other subjects of interest to employees, maintaining awareness in the program through by-line articles, bulletin board items, etc., counselling of employees, introduction of an "Equal Opportunity" pamphlet to both existing and new staff, and, interaction with other organizations involved in affirmative action programs. There are a number of other measures that have been taken based on quarterly review of the progress of the program.

4.4.8 Response/Results

Dramatic results have been seen at Warner-Lambert in the last 12 years:

- The supervisory management group has grown by 67%, but the male representation in this group increased only by 27% compared to female representation which grew by 257% from 42 in 1975 to 150 in 1986.
- At the end of 1986, women represented 39% of the supervisory management group compared to only 18% in 1975.
- Compensation levels are studied annually to guarantee fairness.
- The Policy Manual has been virtually re-written.
- A much improved counselling service for employees has been integrated into in-house training and development programs.
- A number of women have made the move to non-traditional jobs.

- o A significant switch in management behaviour has been witnessed. While some male managers may still have difficulty in accepting affirmative action, most of them are giving talented women opportunities for promotion. And, the success of these women has contributed most to minimizing male attitude problem.

- o Application for employment guide has been completely redrawn to remove a series of biases.

- o The performance appraisal guide for clerical/office staff has been redesigned to include objective setting, identification of training and development needs, and their interest in promotion or transfer.

There are a number of other improvements including the fact that at Wagner Lambert, affirmative action is a basic part and parcel of its human resource management policies and program.

4.4.9 Lessons Learned

Lessons learned at Warner-Lambert which may be of benefit to Multiculturalism include the following:

- o the organization must perceive the need and value of the change;

- o active senior management level support is essential as is appointment of the 'right' person to coordinate the program;

- o once the program has been established and approved, effective communication of the program to all employees as soon as possible is beneficial; and

- o management accountability ensures ongoing adherence to the policies and program.

4.5 CONCLUSIONS

4.5.1 Relevance of Guiding Propositions

The question arises whether the three case studies included in this project test the applicability of the six guiding propositions.

While the answer in each instance is not a clear cut "yes," an examination of the case studies validates the propositions

Of the three case studies, Warner-Lambert validates each proposition whereas the City of Toronto program validates most of them. Because the Toronto program has only recently been introduced, it has not been possible to test all the proposition against this program. Air Canada case is the one where the six propositions are not valid. Rather, it is because at Air Canada, we are dealing with an existing approach and not with a specific change process or program as in other two cases. In spite of this limitation, however, the Air Canada case does illustrate the significance of the six propositions.

Clearly Defined Needs and Vision

Both the City of Toronto and Warner-Lambert validate this principle. In Toronto, the needs were defined by the Mayor's Committee through an extensive process of consultation with the community groups, a process that took considerable amount of effort and time. Indeed, the establishment of the Mayor's Committee itself was in response to the need to deal with the concerns of City's rapidly growing ethnocultural minority population. It is this time-consuming process that spanned over a number of years which contributed to defining the City's needs and in the development of a clear vision for the present program. Had the City instituted such a program prematurely without going through the consultation process, the needs would not have been clarified and the vision would not have been acceptable to all concerned.

At Warner-Lambert, practical business considerations, in addition, to the matter of fairness, prompted the company to introduce its affirmative action program for women. The company has traditionally had a large number of female employees (approximately 40%). Any program that would upgrade its female work force, therefore, would result in increased productivity and reduce turnover. Furthermore, the company was also afraid that the Provincial Government might impose a legislated program unacceptable to the company. These factors led to a clear definition of company's needs and the emerging vision for its program.

At Air Canada, on the other hand, the needs were defined by the fact that individuals with a wide variety of cultural backgrounds have found the corporation as a naturally attractive place to work. The company needed to provide an environment in which these individuals not only feel comfortable but also they see opportunities for career advancement and development. Air Canada's commercial needs have also been important in this regard. A significant portion of its clientele is comprised of members of ethnocultural minority communities, their friends and relatives. Therefore, Air Canada's approach is the result of its need to provide a harmonious and productive work environment and the air line's commercial interest considerations.

While there are wide variations in the size, operations and the nature of these three organizations and their programs under study, they test the validity of the first principle.

Means for Ensuring Change

Case studies affirm the principle that unless adequate means are provided, institutional change cannot succeed. At Warner-Lambert and the City of Toronto, means have been provided for central coordination and monitoring as well as for decentralized implementation of the respective programs through departments. At Air Canada the Office of the Corporate Ombudsman at corporate level and the "de-bugging" and "awareness" sessions in various locations are respectively the centralized and decentralized means.

At Warner-Lambert and at the City of Toronto, the change processes have taken form of programs and to ensure the success of their programs they have provided these centralized and decentralized means.

At Warner-Lambert:

- a coordinator to coordinate the company-wide activities;
- a committee representing various employee occupations;
- provisions for management accountability;
- a liaison between the employees and top management.

At the City of Toronto:

- a multicultural consultant to coordinate and monitor the program centrally;
- the development of multicultural initiatives for implementation by the City departments;
- on-going consultations with the community groups;
- a multicultural review procedure for departments.

Powerful Central Figures and Informed and Motivated People

Powerful central figures and informed and motivated people have played significant roles in two of the three cases. At Warner-Lambert the process began at the level of the company president. At the City of Toronto, the Mayor himself was instrumental in initiating the process through his Committee on Race and Community Relations.

This principle is not applicable to the Air Canada approach. The top management at Air Canada have encouraged members of its work force of minority cultural backgrounds, but there does not appear to be an individual or a group of individuals who have been particularly responsible for the corporations approach. One reason for the management support has been that there are a number of individuals of minority cultural backgrounds within Air Canada's management ranks.

As for the informed and motivated people, all three cases validate the principle that without informed and motivated people, institutional changes cannot succeed. The multicultural consultant at the City of Toronto, the affirmative action co-ordinator at Warner-Lambert and the ombudsman at Air Canada are all highly motivated and informed individuals., responsible for central coordination and monitoring of departmental activities, and providing an appeal mechanism.

In all cases, communication between managers and employees has occurred through a variety of means including meetings, seminars, in-house bulletins and newsletters.

Bringing Affected People into the Process

This principle is applicable in the case of the City of Toronto and Warner-Lambert, but is unclear in the case of Air Canada.

The City of Toronto brought the community groups into the process long before the program was finalized. Indeed it was the input from community groups that was instrumental in the development of the program. The City also brought its managers into the process by engaging into consultations with them and receiving their feedback on the concerns expressed by the community groups. When the program was finalized the City briefed the community members about the details of the program.

Warner-Lambert followed a similar pattern in bringing the affected people into the process as soon as possible. Once the decision to introduce the program was taken, the company appointed a coordinator and a committee comprised of members representing its various groups. It was this committee that developed the detailed program. The company also brought its managers into the process by using them as a resource throughout the deliberations of the committee.

The Air Canada situation is not clear on this point. As noted earlier, at Air Canada we are not studying a specific change process. Rather we are studying an approach that existed for many years. Therefore it is difficult to test the validity of this principle with respect to the change process.

Single Application of a Technique Not Enough

The Warner-Lambert case provides the best test of this principle. Since its introduction in 1975, the program has seen a number of techniques applied over a period of time, and refined through evaluation, diagnosis and experience. At City of Toronto the program is too early to test the principle. At Air Canada there have been a variety of approaches applied over time.

No Single Approach Optimal: Diagnosis Necessary

Here again, the Warner-Lambert case is the best test of the principle. Over the last 12 years the company has engaged in a regular quarterly review of the process, and based on this review a number of measures have been introduced. Examples are: in-house seminars and workshops, a series of luncheon meetings and bulletin board items.

In the case of both Air Canada and City of Toronto there are provisions for on-going assessment to provide the diagnosis and to vary the techniques.

4.5.2 Lessons Learned

In conclusion the six guiding propositions were again supported by the three case studies. Lessons learned from the three case studies which are relevant for multiculturalism include the following:

- thorough preparation is essential for the success of a change process;
- commitment and support from the top and approval by senior managers ensures success;

- people affected by the program must see the value and claim ownership of the program;
- importance of a key individual or group of individuals to carry on the day-to-day implementation and monitoring cannot be overlooked; and
- mechanism for on-going review and diagnosis must become part and parcel of the change process.
- where an organizational internal environment is conducive to, and without barriers to opportunities for advancement of members of minorities, positive attitudes are formed and cultivated. This alleviates the need for a specific change process.
- the organization must perceive the need and value of the change;
- active senior management level support is essential as is appointment of the 'right' person to coordinate the program;
- once the program has been established and approved, effective communication of the program to all employees as soon as possible is beneficial; and
- management accountability ensures ongoing adherence to the policies and program.

5.0 RECOMMENDATIONS FOR A STRATEGY FOR MULTICULTURALISM

5.1 INTRODUCTION

In this report we have reviewed the literature on organizational change strategies, developed propositions about change in the federal government and tested those propositions against analogous experiences in the federal government and in three specific private and public sector organizations. Our analysis has supported the validity of the guiding propositions for a change strategy for multiculturalism and provided some lessons in practical ways in which those propositions can be applied in the federal government.

In this section we will draw upon the literature and the case studies to make recommendations to Multiculturalism for a change strategy, following the guiding propositions used throughout the report. Justification and support for these recommendations can be found throughout sections two, three and four of this report.

5.2 CONTEXT

In developing specific recommendations for a change strategy we identified some contextual elements of the change which we believe to be important in creating a common agreement and framework for our recommendations.

Any change process affecting broad government policies and programs must be considered in the context of the following factors:

- the vastness and complexity of the federal government will dictate strategies to be implemented with respect to communication, consultation and involvement of people, which may be quite different to those best suited to a single organization; we are developing recommendations appropriate to the federal government as a whole;

- the change strategy which is developed in 1987 for Multiculturalism will reflect the fact that the change process in this area is already in the middle of its second decade, and we are dealing with improvements in an existing process, rather than developing a process and strategy from its inception.

Within this context it is important to bear in mind that it was almost exactly sixteen years ago that the then Prime Minister Pierre Trudeau pronounced, in response to Part IV of the B&B Commission report, a policy statement in the House of Commons. This was about the same time that the government had initiated measures in respect of the status of women and it was only about two years since the passage of the Official Languages Act. Therefore it is useful to review developments in connection with multiculturalism to understand the reasons why relatively greater progress has been achieved in respect of the status of women and official languages, whereas multiculturalism has lagged behind.

First, although endorsed by all political parties in Parliament, the October 1971 pronouncement was simply a response to the B&B report. The statement did not

present a clear vision of the untended results of government efforts in relation to multiculturalism. This has had the effect of creating a perception that the 1971 announcement as a political expedient rather than the expression of political will. Since then multiculturalism initiatives of the federal government have seen many changes and expansion. However, the limited mandate of the Multiculturalism Sector, its limited budget, limited means to monitor, coordinate and influence actions of other departments, an abnormal turnover of Ministers of Multiculturalism and a lack of clear policy direction have all played a part in limiting the federal government's multicultural program.

In view of the fact that the multicultural program has been active for several years to date, we felt that it would be useful to review the multicultural experience to date against the guiding propositions before making specific recommendations. Therefore, for each guiding proposition we review experience to date, as well as presenting recommendations for future actions

5.3 CLEARLY DEFINED NEEDS AND CLEAR VISION

Although a vision has been expressed by the Parliamentary Committee on Multiculturalism, there is no clear expression of the need or vision with respect to multiculturalism, which has been formally adopted at a central government or political level.

1-1. The need underlying the change process which began in the early 70's has been documented clearly in various publications including the Parliamentary Committee Reports: Equality Now and Standing Committee on Multiculturalism. These needs are not necessarily those which are communicated to the public through the media. Attention should be paid to ensuring that a common set of clear needs are communicated and agreed upon, not only in the Multiculturalism community, but that those are also being communicated to the public and within government departments.

1-2 A vision for Multiculturalism in Canada has been articulated by the Standing Committee: "to assure the social, cultural, political and economic freedom of all Canadians and to remove all barriers that inhibit their full and equal participation in the society". This, or some related vision should be formally adopted by Parliament.

1-3 Care needs to be taken to keep the vision in front of all persons involved in the change process and to build a uniform agreement and understanding of that vision. The realization of the vision will depend on the effectiveness with which that vision is communicated. There is a requirement therefore to develop and implement a communication strategy throughout the federal government for communicating the vision. Attention should be paid to developing a vocabulary and language which communicates a uniform understanding of the vision.

1-4 Government departments should have a clear understanding that their responsibility is to work towards the vision by developing programs, policies and services which are aligned to this vision.

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5.4 MEANS FOR ENSURING SUCCESS

There does exist a Multicultural Sector within the Secretary of State, but that program has no legislative mandate or any power to affect change in departments. In addition there are no systems or procedures in place to make management accountable for producing action plans or implementing any change in this area.

2-1. Formal methods need to be established in order to support change initiatives. These methods may include:

- o binding directives to all government departments to develop action plans for their response to Multiculturalism, including deliverables and dates;
- o directives to all government departments to link performance appraisals to programs to respond to Multiculturalism
- o budgets for each department to implement Multiculturalism action plans; and
- o requirements to report annually on implementation of Multiculturalism action plans, with explanations for deviations on time and budget of tasks complete.

2-2. If all government departments are to reflect the multicultural vision in their policies, programs and services it is essential that there be a Multicultural Act which clearly spells out the federal government's vision, objectives and approach to multiculturalism. Without legislation, efforts to influence these changes will be vulnerable, depending upon individuals involved, socio-economic and political trends and fluctuations. It will be impossible to ensure implementation, regardless of the strength of the other components in the change process.

2-3 A fundamental element in any strategy for ensuring success is a training and awareness program which must reach managers throughout the government. The goal of the training and awareness program is to develop managers individual commitment to ensuring success within their departments. All persons involved in implementation of the change strategy must adopt the objectives as their own and internalize the vision as their own. It will require an exceptional training an awareness program to achieve this objective. Without a successful training and awareness program however, all other means will not be effective in the long run.

5.4 CENTRAL FIGURES AND MOTIVATED PEOPLE

There has not as yet emerged any powerful, charismatic figures who have made themselves "champions" of multiculturalism, either in the political arena, central agencies or line departments. On the other hand, there have been three ministers responsible for multiculturalism in the last three years, and all of these ministers have had much larger portfolios to deal with. As a result there have not been powerful central figures, nor motivated people involved in the change process for multiculturalism in the federal government.

3-1. Enduring change with respect to multiculturalism is more likely to occur if there is an organizational framework which gives power and authority to a central body and which includes formal responsibilities within each department.

3-2. The process must be supported at the highest levels of government; i.e. Prime Minister and Cabinet. This can be facilitated through the formal adoption of the Multiculturalism Act.

3-3. Power and authority given to a central government body may include such responsibilities as:

- o "watch-dog" or "policing" of departments to ensure that action plans are being created and implemented in a way which is in alignment to the vision;
- o assisting in the diagnosis of constraints and opportunities;
- o monitoring communication with respect to Multiculturalism policies and programs to ensure consistency and integrity;
- o providing a link to share and co-ordinate strategies, activities and approaches within the federal government and between the federal government and other groups and governments;
- o liaising with the Multiculturalism community; and
- o developing appropriate methods through which to obtain input of community in government activities.

3-4. The selection of the individual(s) to lead central government group(s) will be critical to the success of the change strategy. These individuals must be respected within the government and by the community and must have the qualities of a leader. The appointment of these individuals can be improved with consultation with the multiculturalism community.

3-5. It will be important to co-ordinate the activities of government departments. Key individuals within each department must have a mechanism for reviewing with their counterparts in other departments activities such as the following:

- o reviewing departmental programs and policies and developing an action plan for incorporating the vision of multiculturalism throughout the department;
- o prepare a budget for implementing the plan;
- o develop a mechanism for management accountability.

3.6 The recruitment and development of "champions" within departments to act as change agents is of special importance and difficulty. It is important throughout the process to recognize the risk and stress of this role and to provide a strong and comprehensive support system for your "champions".

3-7. As a number of areas of multicultural concern (education, labour, training) fall within provincial jurisdiction it would be valuable to create a federal-provincial liaison mechanism through which federal-provincial policies and programs can be established. This could be modeled on the federal-provincial relation mechanism used by Status of Women.

5.5 BRINGING AFFECTED PEOPLE INTO THE PROCESS

The Secretary of State's Multiculturalism Sector does a good job of liaising with community groups. However, with the limited means available to them they have not been able to take pro-active measures to solicit and reach out to the community to develop an effective partnership with the broad base of the Canadian population which is non-English and non-French.

4-1. Government must see their role as being "partners" with the multicultural community in developing and implementing change strategies.

4-2. One mechanism for achieving partnership with the community is to designate a major component of the federal budget for multiculturalism to be granted to community advocacy groups whose mission, objectives and plans are consistent with the federal vision of multiculturalism.

4-3. Advisory groups, whose members are recommended by community groups provide a vehicle through which the community can work with departments on specific issues. These groups would be mandated to assist the government people involved in defining needs, developing strategies and implementing plans to achieve change. Departments and agencies which could benefit most from an advisory group include CEIC, Treasury Board and Public Service Commission. Issues for which advisory groups could be most useful include refugee legislation, affirmative action in the public service, and awareness programs.

4-4. Conferences, seminars and workshops to which persons from the multiculturalism community are invited are a good vehicle for developing networks and obtaining input on specific issues and change strategies.

4-5 Managers and supervisors within the government should work directly with the multicultural community in designing and implementing programs and services which respond to Canada's multicultural reality.

5.6 SINGLE APPLICATION OF A TECHNIQUE NOT ENOUGH

5-1. An important concept which must be prominent in the development implementation, and on-going refinement of a change strategy is that no single application of a technique can be effective in the long term. Each new legislation may need to be followed with other supporting legislation; the creation of central government groups responsible for Multiculturalism will need to be permanent entities, years may be required for them to make significant changes and the results of their work may be dissipated if they are abolished; funding and liaising with Multiculturalism community groups must be repeated year after year.

5.7 NO SINGLE TECHNIQUE OPTIMAL: DIAGNOSIS NECESSARY

6-1. The most effective technique to use is a function of the specific needs identified and environment, both within the organization and externally.

6-2 The prevailing socio-political environment in the country is critical to choice of techniques which will be effective. Official languages and status of women were initiated within an environment which dictated the changes and supported a hard and firm approach to ensuring implementation. In the City of Toronto, where over half the population is non-English and non-French, the environment is supportive of significant investments in multicultural services and programs.

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APPENDIX A-2

DOCUMENTS REVIEWED FOR ANALOGOUS EXPERIENCES AND CASE STUDIES

APPENDIX A-2

Documents reviewed:

1. Air Canada: Policy Statements and Implementation Guidelines

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APPENDIX B

INDIVIDUALS INTERVIEWED

APPENDIX B

Individuals interviewed:

1. Air Canada:

   Ls. Richard Daignault, Senior Director, Equity Policy and Programs & Corporate Ombudsman, Air Canada

   Philippe Pouyez, Manager, Human Rights and Employment Equity Policies, Air Canada

2. City of Toronto:

   Mutale Chanda, Multicultural Consultant, City of Toronto

3. Official Languages:

   Stuart Beaty, Advisor, Special Projects, Commissioner of Official Languages

   George Tsai, Deputy Secretary, Official Languages Branch Treasury Board of Canada

4. Status of Disabled Persons:

   Bruno Schiere, Status of Disabled Persons, Secretary of State

5. Status of Women:

   Kay Rogers, Senior Policy Analyst, Status of Women Canada

   Sylvia Gold, President, Canadian Advisory Council on the Status of Women

6. Warner-Lambert Canada Inc.:

   W.J. (Wayne) Britt, Vice President Human Resources, Warner-Lambert

7. Others:

   Bell-Northern Research: Judy Laws, Employment Equity Specialist

   Metro Toronto: Rosanna Scotti, Director of Multicultural and Race Relations